



Partnering to Promote Public Safety

Juvenile Justice Crime Prevention Act

Annual Report
March 2006

California Department of Corrections and Rehabilitation
Corrections Standards Authority

Juvenile Justice

Crime Prevention Act

Annual Report to the Legislature

March 2006

**Corrections Standards Authority
600 Bercut Drive
Sacramento, CA 95814
www.csa.ca.gov**

Table of Contents

Executive Summary	1
--------------------------	---

Partnering to Promote Public Safety	2-4
--	-----

- Program Expenditures
- Local Planning Process
- Juvenile Justice Outcomes
- Local Education Outcomes

Embracing a Vision for Safe Communities	5-15
--	------

- Intervention to At-Risk Populations
- Quality Services from the Time of Arrest
- Successful Integration Back into Society

Appendices

- A. Statewide Expenditure Summary
- B. Statewide Summary of Average Per Capita Program Costs
- C. Change in County Arrest Rate

Executive Summary

The Juvenile Justice Crime Prevention Act (JJCPA) supports community-based programs that have proven effective in reducing crime and delinquency among at-risk youth and young offenders. In 2004-05, the JJCPA supported 168 programs implemented by counties to address locally identified needs in the continuum of responses to juvenile crime.

The Corrections Standards Authority (CSA) is responsible for administering the JJCPA and must submit annual reports to the Legislature on the local planning process; program expenditures; and six mandated juvenile justice outcomes (Government Code Section 30061[4]). In addressing these issues, this report illustrates the partnership between the State, counties and community-based organizations in promoting public safety through JJCPA programs, which support both the vision and mission of the California Department of Corrections and Rehabilitation.

Local Planning Process: The JJCPA required counties to establish and maintain a multi-agency Juvenile Justice Coordinating Council (JJCC) for the purpose of developing, reviewing and updating a comprehensive plan that documents the condition of the local juvenile justice system and outlines proposed efforts to fill identified service gaps. Chief Probation Officers and other JJCC members report a great deal of satisfaction with the enhanced communication, coordination and collaboration resulting from this planning process.

Program Expenditures: By June 30, 2005, the 56 counties participating in the JJCPA had expended or encumbered 99.8 percent of the nearly \$99.7 million allocated for the fourth year of the initiative. Local programs served 105,410 at-risk youth and young offenders in 2004-05, for a per capita cost to the State of \$944.75. Considering there were 98,703 participants in the first year of the JJCPA, with a per capita cost of \$1,201.53, the numbers for 2004-05 demonstrate the ongoing commitment of counties and community-based organizations to providing cost-effective services to as many at-risk youth and young offenders as possible.

Juvenile Justice and Education Outcomes: The data submitted by counties for 2004-05 indicate that the JJCPA programs continue to have a positive impact on juvenile crime and delinquency in communities throughout California. This is evident in the results for the mandated juvenile justice outcomes as well as education outcomes tracked by a number of counties. For example:

- Youth participating in JJCPA programs were arrested for new crimes and incarcerated at significantly lower rates than youth in a comparable reference group.
- JJCPA participants successfully completed probation and court-ordered community service at significantly higher rates than youth in the comparison group.
- JJCPA youth attended a significantly greater percentage of school days, achieved significantly higher grade point averages, and were significantly less likely to be suspended or expelled from school than reference group youth.

Because the efforts supported by the JJCPA are collaborative and build upon strategies that have proven successful in the past, CSA staff believes this initiative will continue making a positive impact on public safety well into the future.

Partnering to Promote Public Safety

The Juvenile Justice Crime Prevention Act (JJCPA) involves a partnership between the state of California, 56 counties and more than 200 community-based organizations to enhance public safety by reducing juvenile crime and delinquency. Local officials and stakeholders determine where to direct resources through an interagency planning process; the State appropriates funds, which the Controller's Office distributes to counties on a per capita basis; and community-based organizations play a critical role in delivering services. It is a partnership that recognizes the need for juvenile justice resources and the value of local discretion and multi-agency collaboration in addressing the problem of juvenile crime in our communities.

Local Planning Process

To receive the initial JJCPA allocation, counties had to develop a comprehensive multi-agency juvenile justice plan that included an assessment of existing resources targeting at-risk youth, juvenile offenders and their families as well as a local action strategy for addressing identified gaps in the continuum of responses to juvenile crime and delinquency. Each year, counties must update and, as needed, modify their plan, which must be approved by staff of the Corrections Standards Authority (CSA) before funds can be expended.¹

To help ensure coordination and collaboration among the various local agencies serving at-risk youth and young offenders, the JJCPA entrusted development and modification of the plan to a Juvenile Justice Coordinating Council (JJCC) chaired by the county's Chief Probation Officer and comprised of representatives of law enforcement and criminal justice agencies, the board of supervisors, social services, education, mental health and community-based organizations. The JJCCs typically meet monthly or quarterly to review program progress and evaluation data.

Chief Probation Officers and other JJCC members continue to report a great deal of satisfaction with the JJCPA planning process, noting that it maximizes their ability to implement or expand programs tailored to the specific populations and needs of their local jurisdiction. In addition to pointing out that juvenile justice planning has become more strategic, integrated and outcome-oriented, JJCC members have underscored the value of sharing information regarding youth programs across the many disciplines involved in the JJCPA programs.

Program Expenditures

The counties participating in the JJCPA program expended 99.8 percent of the \$99,711,747 allocated in 2004-05 (see Appendix A—Statewide Allocation and Expenditure Summary).² Counties also spent \$2,372,549 in interest earned on State funds and \$18,157,676 in non-JJCPA funds to support program activities. Although not required, the infusion of local resources demonstrates the counties' commitment to the goals of the JJCPA and significantly leverages the State's investment in deterring youth from criminal activity. A total of 105,410 minors participated in the 168 JJCPA programs in 2004-05, which translates into an average per capita

¹ Prior to the July 2005 reorganization of the Youth and Adult Correctional Agency, the CSA was known as the Board of Corrections.

² Alpine and Sierra Counties chose not to participate in this program.

cost to the State (JJCPA funds) of \$944.75 (see Appendix B – Statewide Summary of Average Per Capita Program Costs).

Juvenile Justice Outcomes

As required by law, the statewide evaluation of the JJCPA focuses on six legislatively mandated outcomes: arrest, incarceration and probation violation rates; and probation, restitution, and community service completion rates. The data collected by counties on these six variables clearly indicate that the JJCPA programs continue to have the intended effect of curbing juvenile crime and delinquency in California.³

Outcome results reported by counties for fiscal year 2004-05 on juveniles who completed the full evaluation period indicate statistically significant differences in the desired direction on four of the six mandated outcomes. These results are summarized in Table A.

TABLE A
Statistically Significant Results on Juvenile Justice Outcomes

Outcome Measure	Number of Programs with Available Results	Average	
		Program Juveniles	Reference Group
Arrest Rate	131	24.1%	32.0%
Incarceration Rate	135	19.4%	23.9%
Completion of Probation	104	28.1%	23.3%
Completion of Community Service	58	49.6%	40.1%

For one of the two remaining mandated outcomes—completion of restitution—the results were in the desired direction but not quite statistically significant, with an average of 30.7 percent of program juveniles completing restitution compared to 27.3 percent of reference group juveniles (64 programs).

Results for the remaining mandated outcome—probation violation rate—were consistent with findings in previous years in that the average rates were approximately the same for the two groups in the 93 programs for which results were available (28.9 percent for the program juveniles; 30.8 percent for the reference group juveniles). As noted in previous reports, these findings are not surprising given that many of the programs involve increased levels of supervision, thus increasing the likelihood of detecting probation violations when they occur.

It should be noted that the results are also positive in counties opting to use a different method to measure program impact (average number vs. percentage). The results for both average number of

³ For most outcomes, counties assess their progress by comparing the results for participating minors and a reference group (i.e., participants prior to entering the program, prior program participants, juveniles comparable to those who received program services, or some other external reference group). The length and timing of the evaluation periods vary from program to program. For example, one program might compare the arrest rate of participants for the three-month period prior to program entry with their arrest rate during the first three months of the program, whereas another program might use a longer time period and compare the arrest rate prior to program entry with the arrest rate following program exit.

arrests (21 programs reporting results) and average number of days incarcerated (9 programs) are statistically significant, with the averages being lower for program juveniles.

The enabling legislation also requires that all counties specify a goal or expectation for change in the annual countywide arrest rate per 100,000 juveniles aged 10 to 17. Each county also specifies a baseline (i.e., reference) year. In most cases, the baseline for this reporting period is 2003. Results for this measure are presented for the most recent reporting year (2004) in Appendix C.

A total of 28 counties expected the arrest rate per 100,000 juveniles to go down; 19 counties expected no change; and 9 counties expected the rate to go up. The rate went down in 23 (82.1 percent) of the counties that expected a decline, and in 11 (57.9 percent) of the counties that expected no change. It also declined in 3 (33.3 percent) of the counties that expected an upward climb. Overall, the arrest rate per 100,000 juveniles declined from 4,940 in 2003 to 4,879 in 2004 for the 56 counties that participated in the JJCPA, continuing the trend of reductions that have occurred each year since the JJCPA took effect.

Education Outcomes

In addition to the mandated outcomes, the JJCPA programs report on many local outcomes, some of which are common to a sufficient number of programs to permit the aggregation of findings. The most widely reported local outcomes pertain to conduct and achievement in school. As shown in Table B, the results for these outcomes are quite impressive. Program juveniles, on average, attended a significantly greater percentage of school days and achieved significantly higher grade point averages. In addition, program juveniles were significantly less likely to be suspended or expelled from school than reference group juveniles.

TABLE B
Summary of Local Results on Education Outcomes

Outcome Measure	Number of Programs Reporting Results	Average	
		Program Juveniles	Reference Group
% School Days Attended	13	90.4%	77.8%
% Suspended from School	12	15.7%	25.5%
% Expelled from School	11	2.4%	4.8%
Grade Point Average	17	2.09	1.81

Embracing a Vision for Safe Communities

The strategic plan guiding the California Department of Corrections and Rehabilitation lays out a bold vision for making California's communities safer through a collaborative effort that incorporates three key components: 1) intervention to at-risk populations, 2) quality services from the time of arrest, and 3) successful integration of offenders back into society. In his message accompanying submission of this strategic plan to the Governor, Secretary Roderick Q. Hickman emphasized the importance of embracing this vision as well as the agency's redefined mission, which is both clear and compelling: "To improve public safety through evidence-based crime prevention and recidivism reduction strategies."

The JJCPA only supports programs that have proven effective in responding to juvenile crime and delinquency, which is consistent with the mission of the California Department of Corrections and Rehabilitation (CDCR). In addition, as the following sample of JJCPA programs shows, these evidence-based crime prevention and recidivism reduction efforts clearly embrace CDCR's vision for making California's communities safe. Further, several of these programs have received state, national, and international recognition for their success in curbing juvenile crime and delinquency.

Intervention to at-risk populations

The following programs, typically referred to as prevention/early intervention programs, focus on keeping at-risk youth from entering the juvenile justice system and young offenders from further involvement in the juvenile justice system.

Fresno County's Students Targeted with Opportunities for Prevention (STOP) Program provides prevention and early intervention services to youth ages 10 to 14 years old who are identified as being at risk of entering the justice system. The program served 362 minors and their families in 2004-05.

Program services are provided at various sites throughout the county, in large part through contracts with community-based organizations (CBOs) and the invaluable assistance of volunteers (over 1,580 volunteer hours were dedicated to the program in 2004-05). In addition to CBOs, the probation department is collaborating with schools, law enforcement, and university intern programs to enhance wraparound services for clients. Program enhancements include additional local college intern participation, expanded health services, and a theatrical component that has increased community awareness about the project, which has a self-referral rate approaching 17 percent of the total clients served. Research data indicate a 0 percent incarceration rate—and an expulsion rate of less than 1 percent—for youth in the program.

The California Wellness Foundation has recognized the STOP Program as a model violence prevention strategy, and the program received the 2005 Distinguished Program Award from the California State Juvenile Officers' Association. The program continues to generate significant interest from professional organizations, resulting in presentations and workshops during 2004 at the Law Enforcement and Youth Partnerships for Crime Prevention Conference in Pittsburg, the California School-Age Consortium National Middle School Conference in San Francisco, and the American Probation and Parole Association National Conference in Anaheim.

Kern County's Gang Intervention and Suppression Team consists of five deputy probation officers and a supervisor who focus on curbing gang involvement and gang-related crime in the metropolitan Bakersfield area. The program targets juveniles, ages 13 to 18, who are known or suspected gang members.

To reduce gang involvement, the team makes home calls and field contacts with known and suspected gang members (approximately 1,400 in 2004-05); provides referrals to counseling and school-based gang awareness programs; and gives presentations to community-based organizations. To suppress gang-related crime, the team closely supervises youth on probation and works with local law enforcement (Kern County Sheriff's Department and Bakersfield Police Department) in the apprehension and arrest of offenders.

This program served 275 youth in 2004-05. During this 12-month period, the team made 304 misdemeanor and felony arrests, confiscated \$14,100 worth of narcotics, and seized 24 firearms and 23 other weapons.

Los Angeles County's After-School Enrichment and Supervision Program is part of the larger prevention and intervention strategy outlined in Los Angeles County's Local Action Plan. The program is located at parks in high need and high crime areas that are near JJCPA school and housing-based sites. A central focus of the program is to enhance the quality of life for families who reside near the program sites.

To ensure that families and youth could participate in program activities free of gang intimidation and violence, local law enforcement agencies partnered with the Parks and Probation Departments to curtail gang activity, crime and gun violence around or in the proximity of the targeted JJCPA parks sites and school and housing developments connected to the parks. Law enforcement activities include providing youth outreach, offering extra patrols, increasing uniform presence, conducting curfew and truancy sweeps, suppressing gang activity, enforcing narcotic violations, decreasing Alcoholic Beverage Control Act violations, preventing drive-by-shootings, and curtailing illegal weapons possession and sales violations. This collaborative after-school partnership program has resulted in:

- The creation of safety zones or harbors of safe refuge for youth participants and their families.
- An increase in local law enforcement and educational resources for JJCPA park sites.
- Targeted efforts by law enforcement to ensure that JJCPA sites are free of gang activity and violence.
- Weekly parent support and empowerment meetings designed to engage, empower, and encourage parents to become more involved in community, academic, and social enrichment activities with their children.
- Several town hall meetings to raise community and parent awareness about the role of parents in reducing local crime.
- Bi-monthly meetings with active and former gang members to discuss intervention strategies designed to curb gang recruitment and acts of violence (these meetings have resulted in gang members agreeing to designate the park as a safe zone for youth and families attending after-school enrichment activities).

- Adult gang members hosting several meeting with parents in the community to discuss effective peer monitoring and anti-bullying strategies.
- An integration of literacy services through the local library and Probation Department's Operation Read Program (parents provide some of the literacy services and supervision).
- Family and individual counseling resources provided to target families with low parental bonding and high family conflict risk factors.
- Anger management resources that target high risk youth, aiding them in understanding their personal triggers that result in delinquent/violent behavior and/or poor decision making.
- Community/graffiti cleanup that involves parents and youth in removing gang writing and trash to make the park more user friendly and attractive for visiting families.
- Internships for youth at risk of gang membership.
- Cognitive-based life skills training designed to reduce or eliminate patterns that result in criminal behavior with an eye towards facilitating the youth's successful transition into life after high school.

Since the inception of this program, which served 1,371 youth (ages 12-17) in 2004-05, the county reports that the most significant outcome is the enhancement of the quality of life for families and youth who participate in the park activities. Specific results include:

- Increased parent and community-based participation in anti-crime initiatives.
- Reduced violence and gang-related activity at the park locations.
- Improved reading levels among youth accessing the literacy services.
- Better academic performance (e.g., higher grade point averages).

Nevada County's Community Outreach School Truancy Program was implemented in 2004-05 to address the needs of middle school age children. The goal of the program, which served 61 youth in its first year, is to intervene with high-risk youth at an early age and teach them resiliency skills before they become involved in destructive behaviors and/or the juvenile justice system.

In collaboration with schools and community agencies, the program offers a variety of support services, including individual and family counseling (by a licensed agency), home visits, parenting classes, drug and alcohol treatment support, and KIND classes (Kids In Need of Diversion) addressing anger management, values, communications, peer pressure, self-esteem, and other issues children face on a daily basis. The program also offers assistance with transportation, housing, food, and clothing.

The program emphasizes positive reinforcement of appropriate behavior but applies sanctions when necessary. Students and parents who progress through the SARB (School Attendance Review Board) process are seen monthly by a juvenile judge to verify compliance of their SARB contract. The Probation Department reports that it is very pleased with the results of this new program, which include a six percent decline in absenteeism as well as increases in grade point averages and school credits earned.

San Diego County's Community Assessment and Working to Insure and Nurture Girls' Success (CA/WINGS) Teams Program strives to reduce the number of youth who enter the juvenile justice system or re-offend while on probation by providing strength-based case management services and teaching families how to access other community services.

Prior to July 2003 the Community Assessment Team and Working to Insure and Nurture Girls Success were separate programs. The blending of these two successful programs achieved significant cost savings, strengthened collaborative relationships, and expanded the services provided to the target population (at-risk youth and young offenders, ages 6-17).

In its first year, the program received the American Probation and Parole Association's award for Excellence in Community Crime Prevention. As a result of the national recognition this program has received, representatives of the national Model Cities program as well as local legislators and their staff visited during 2004-05.

Based at five locations in the county, mobile multi-disciplinary teams provide services (including gender-specific interventions) to address issues related to anger management, violence, alcohol and drug use, gang involvement, school failure, and other anti-social behaviors. Probation Officers are assigned to each region and work with contracted agency staff as part of the teams, which also provide in-home assessment services and link families to appropriate community-based resources.

The county reports that this program served 9,007 youth in 2004-05. Of the number served, 6,812 youth and families were directly connected to resources in the community, and 2,195 received case management services. The county reports that the CA/WINGS Teams program has had a profound impact on preventing juvenile crime. Only 2 percent of youth had a referral to probation, 1 percent had a sustained petition, and less than 1 percent received an institutional commitment.

San Francisco County's Life Learning Academy (LLA) is a nonresidential charter school based on the Delancey Street Foundation model, including the principle of "reciprocal restitution"—i.e., the students make restitution to society through community service and personal accountability, and society restores to these underclass youths genuine opportunities to enter mainstream society successfully and legitimately. The LLA serves high-school aged youths who are involved in the juvenile justice system and/or have problems including serious school failure, family problems, gang involvement, poverty, abuse, and substance abuse. The LLA served 77 students in 2004-05.

The LLA has had a positive effect on crime and delinquency in San Francisco, including significantly reduced involvement with the juvenile justice system (both in terms of first arrests and recidivism), successful completion of probation, and reduced out-of-home placements. In addition, the LLA has resulted in dramatic achievements in student attendance, performance and graduation. Specific outcomes include:

- Among the youth for whom data were available, students were absent an average of 44 days in the semester prior to entering LLA. In contrast, these same students missed an average of only three days during their most recent semester at LLA.
- LLA students' attendance rate for 2004-2005 academic year was 92.8 percent—the highest percentile of attendance rates across the State among schools participating in the Alternative School Accountability Model used by the California Department of Education to track student achievement and performance.
- LLA students' average GPA in their most recent semester is 1.68 points higher than in the semester prior to entry (2.25 versus .57).

- Since opening its doors in Fall 1998, the LLA has graduated 65 students in accordance with all graduation requirements specified by the school district. In 2004-05, the LLA high school graduation rate was 90.9 percent; in comparison, the national high school graduation rate for the class of 2001 was 68 percent.
- The LLA met all 2004 Adequate Yearly Progress criteria, including participation rates in testing, graduation rates, and percent of students at the proficient level on the assessments used in English-language and mathematics.

One San Francisco Success Story

The LLA was very proud to have one of its juvenile justice-involved youth receive a full academic scholarship to Holy Names College in Oakland upon her 2005 graduation.

Coming from a high-risk street life in Bay View Hunters Point, she became a model in the classroom, a basketball star – she was named Player of the Year in San Francisco – and an inspiration for her classmates.

Overcoming a past that included truancy and substance abuse problems, she became a spokesperson for the school at statewide education conferences and, as a two-year member of the Student Council, a leader among her peers at the LLA.

The LLA has received extensive acknowledgement for its work. In 2002, the LLA was one of three schools statewide to receive a California Department of Education Dissemination Grant, which resulted in over 150 California educators visiting the school to learn about the program and curriculum. The LLA has also had visitors from around the United States and other countries, including Japan, Australia, England, Israel and Singapore, and replication of the LLA model is occurring in Alaska, Massachusetts, South Carolina and four California counties. In January 2004 the LLA received accreditation by the Western Association of Schools and Colleges; in June 2004 the LLA was the only school to be named one of 15 finalists in Harvard University's Kennedy School of Government Innovations in American Government Awards. In October 2005 LLA's

Principal was one of 25 secondary school principals nationwide to receive a \$5,000 award to implement an initiative to strengthen ties between faculty and the surrounding community. The competitive award is part of a National Association of Secondary School Principals/MetLife Foundation initiative.

Quality services from time of arrest

The following programs focus on providing juvenile offenders and their families the services they need, when they need them, in order to facilitate the minors' successful completion of probation and help them avoid further criminal behavior.

Alameda County's Community Probation program, which serves juvenile offenders on formal and informal probation, involves on-site collaboration between the Probation Department and community-based organizations.

At least one probation officer has been assigned to each of the cities in Alameda County, and the officers are stationed at schools or neighborhood agencies within the community. The officers use a proactive case management model that focuses on the youth's needs and mobilizes community resources to meet the service needs of both the youth and their families. To help promote the development of social, academic and vocational competencies in female offenders, the county has expanded the program to include gender specific services that address such issues as teen pregnancy and parenting, domestic violence, and sexual abuse.

Through intensive case management and resource coordination, the program is helping offenders establish a positive lifestyle in the community and successfully complete probation. The county reports that this program, which served 788 youth in 2004-05, has resulted in reduced subsequent arrests and probation violations; improved school performance and behavior; reduced alcohol and drug use; and improved job preparedness, employment opportunities and job attainment.

Marin County's Day Treatment Services Program provides academic instruction and comprehensive support services to students (ages 12-18) at the County Community School and Phoenix Academy who have been identified as the highest risk juveniles in Marin County.

Six agencies collaborate in providing enriched recreation, social and mental health services to the students (most are on probation and many are multiple offenders). Students on probation are under intensive supervision. The program, which served 39 youth in 2004-05, also includes after school and Saturday school components as well as Outdoor Leadership Skills Training and a School to Career Program.

Since its inception, the program has resulted in a continual decrease in the arrest and probation violation rates among participating juveniles; a reduction in school suspensions; an increase in the number of students with passing grades; and an increase in the number of juveniles graduating or returning to a mainstream school. In addition, in 2004-05, two-thirds of the participants made progress toward substance abuse objectives (e.g., sobriety, getting a sponsor, 12-step attendance) as well as two or more other treatment objectives (e.g., improvement in family relationships, mental health, school performance).

Sacramento County's Day Reporting Center (DRC) provides intensive supervision and a wide variety of educational and mental health services to high risk juveniles, ages 10 to 16, who have committed misdemeanors or nonviolent felonies and have at least two identified risk factors (e.g., substance abuse, family violence, poor school attendance).

Each juvenile in the program is individually assessed for risk level (Probation Department), for mental health and counseling needs (Department of Health and Human Services' Mental Health Division), and for education needs (Sacramento County Office of Education). A multi-disciplinary team reviews the assessments within seven days of the juvenile's acceptance date and develops an Individual Treatment and Supervision Plan (ITSP), which becomes a "behavior contract" signed by the minors and their parents/caretaker. The team revises the ITSP as needed during the program and uses it to make appropriate service referrals upon the minor's completion of the program, which served 316 youth in 2004-05 and provided additional counseling to family members.

Students failing in school attend the on-site DRC school, while those performing satisfactorily continue attending their school and report to the DRC, a multi-purpose learning center with computer stations, a multi-media center and space for group counseling sessions. Through the Probation Department's collaboration with numerous public and private agencies, youth receive an array of services, including tutoring, mentoring, and leadership training; anger management, gang awareness, and victim impact classes; health education and substance abuse counseling; life skills development; and work experience.

When compared to a similar group of offenders over a six-month period, DRC participants had fewer subsequent arrests and were 1.6 times less likely to be subsequently incarcerated. They also

were 5.4 times more likely to complete their probation during the six-month period; and were 1.1 times less likely to violate their probation. More DRC participants completed community service and court-ordered restitution obligations. In addition, DRC on-site school students raised their grade point average by nearly a point in six months and maintained a 95 percent average daily attendance rate.

San Mateo County's PROP (Probation Repeat Offender Prevention) South-Youth and Family Resource Center Program targets first-time offenders age 15 ½ and younger who reside in the southern region of the county. The program served 116 youth and their families during the last reporting period.

In PROP, a multi-disciplinary team (Probation, Mental Health and Education) collaborates with community-based programs in providing a comprehensive array of direct services tailored to the needs of the high-risk youth and their families. The Family Resource Center provides an alternative education site and the program includes a Victim Impact Awareness component, mental health intervention, parental counseling and intensive probation supervision. The primary goals of PROP are to reduce recidivism, increase school attendance, and improve family relationships.

Research comparing juvenile justice outcomes for 2004-05 program participants with outcomes for an historical reference group indicates that the PROP continues to have a positive impact on several important outcome measures, including:

- Rate of arrests (42 percent for 2004-05 youth vs. 76 percent for the reference group youth).
- Probation violations (24 percent vs. 46 percent).
- Rate of re-incarceration (21 percent vs. 50 percent).

The county also reports an increase in the school attendance rate (95 percent for the 2004-05 program participants vs. 46 percent for the reference group youth).

Sonoma County's Family Conflict Management Program targets youth on probation, ages 12 to 18, who have a history of aggressive and/or assaultive behavior within their family or in relationships with others. The Juvenile Court refers minors to this program, which strives to support and educate families in conflict management, life skills and communications; assist families with goal setting, boundary setting and problem solving; and determine ways to integrate youth back into the community.

To achieve these goals, Probation Officers create a framework of accountability for the youth and their families, and family coaches provide supportive services two to three hours each week for four months in the family's home or at an agreed-upon site in the community. The officers and coaches also link families to educational, vocational and other needed services. In its second year (2004-05), the program served 46 families in crisis.

In 2004-05, 83 percent of the youth referred to this program completed their court-ordered community services, 95 percent did not have any new sustained petitions, and 81 percent showed reduced risk factors from program entry to exit. The program enjoys the strong support of both the Juvenile Court Judge and Juvenile Public Defender.

Ventura County's Repeat Offender Prevention Program (ROPP) is a comprehensive multi-disciplinary probation supervision and intervention program for juvenile offenders who demonstrate three of the four standard risk factors for chronic offending.

The focus of the ROPP, which served 124 youth in 2004-05, is a highly individualized strengths-based case plan developed by a multi-disciplinary team comprised of Probation Officers, therapists, and substance abuse counselors from community-based organizations. Each plan outlines specific services, programs and activities that the minor and his/her family will participate in, along with anticipated goals and outcomes. Services provided include: (1) individual, family and group counseling; (2) parenting education and support groups; (3) conflict resolution and anger management classes; (4) substance abuse education and treatment groups; (5) tutoring; (6) recreational opportunities; (7) pregnancy prevention education; and (8) domestic violence/sexual abuse survivor counseling groups.

Deputy Probation Officers (DPO) monitor compliance through typical probation tools, including testing for drugs, monitoring schools attendance, conducting home searches and, when necessary for the safety of the community or youth, making arrests. Small caseloads of 30 allow for a minimum of weekly contacts by the DPO and/or therapist. Most of the contacts and the majority of therapy occur with the family and the minor together.

The ROPP Program has continued to make a positive impact on participating youth. In 2004-05, ROPP youth had significantly fewer new law violations than did comparison youth (38.2 percent vs. 66.1 percent) and significantly fewer incarcerations (33.8 percent vs. 67.8 percent).

Successful integration back into society

The following programs, typically referred to as aftercare or re-entry programs, focus exclusively or primarily on promoting the successful community reintegration of juvenile offenders released from secure confinement.

Humboldt County's New Horizons is a regional secure juvenile facility program that targets 12 to 18-year-old wards of the court who have a diagnosed mental illness and who are at risk of out-of-home placement or have a history of treatment failure in open residential settings. Located in Eureka, the program served a total of 47 emotionally disturbed youth in 2004-05.

New Horizons provides direct access to intensive mental health and behavioral services, thus enabling the Probation Department to free up beds in the juvenile hall for more serious and/or chronic offenders. Program enhancements include adjustments in the referral/intake process,

One Ventura Success Story

At 15 years of age, Jessica D. was placed on probation for committing a residential burglary. She was ordered to serve 120 days in a secure facility and subsequently was admitted to the ROPP Program.

Her mother and father were long-term drug addicts and were either in custody or transient, so Jessica grew up living with relatives throughout the county. While in the ROPP Program, she participated in counseling, life skills training, an alcohol and drug group, and several other classes. She graduated from high school, successfully completed the ROPP Program and has never violated her probation.

Jessica is enrolled in a 20-month college program to become a paralegal. She obtained financial aid and has qualified for grants to assist her in completing her college degree.

which have expedited the delivery of services, and a restructuring of the in-custody phase to emphasize timely transition planning, which has allowed the program to serve more youth.

The New Horizons program, which was featured in a segment of PBS' California Connected, continues to make a positive difference in the lives of participants. For example, in comparing participants' involvement in the justice system during the six months before they entered the program and six months following the program, the county found a reduction in the average number of arrests (2.06 vs. 1.03), average number of incarcerations (1.64 vs. .83), and average number of probation violations (1.53 vs. 1.03). The county also reports a significant improvement in mental health outcomes, as evidenced by scores on the Child and Adolescent Functional Assessment Scale, a clinician-based assessment of youth impairment in eight key areas.

Los Angeles County's High Risk/High Need (HRHN) Program primarily targets probationers transitioning from a juvenile camp to the community and gang-involved youth. Many of these youth are drug and alcohol users, low academic performers, and have other issues that make them a high risk for committing new crimes upon re-entry to the community.

The HRHN Program utilizes a structured behavioral skills approach and integrates the strengths of five research-based interventions for juveniles and their families: 1) Multi-Systemic Therapy; 2) Functional Family Therapy; 3) Multidimensional Treatment Foster Care; 4) Motivational Interviewing; and 5) Intensive Aftercare Program. The program, which emphasizes parental empowerment and skills training for probationers, seeks to achieve the following:

- Give the parent(s) and youth a clear picture of what is expected of the probationer.
- Set limits and boundaries for the probationer.
- Have parents enforce consequences and reinforce positive behavior.
- Have parents monitor the peer associations of their children and work with probation officers to decrease the youth's involvement with delinquent peers.
- Have parents know the whereabouts of their children and facilitate their participation in pro-social activity.

Additionally, the program is collaborating with law enforcement agencies, school officials and the County's Interagency Gang Task Force to implement a more robust community supervision model for gang-involved program youth. This model includes advance notification of gang members being released from camp.

Through increased family/youth protective factors and sustained family-based interventions, it is anticipated that this new program, which has enrolled 283 participants since its inception in March of 2004, will result in a decrease in crime and delinquency among gang-involved youth and other high-risk probationers.

Orange County's Sobriety Through Education and Prevention (STEP) Program provides gender-specific services and treatment to female offenders, ages 12-18, who have received a local custody commitment. During 2004-05, 91 girls participated in the program.

One Orange County Success Story

Desiree entered the STEP Program in January 2003. Her stay in the program was less than six weeks because she qualified for an independent living program designed to help teach youth survival skills they need to live on their own (e.g., how to balance a checkbook, cook a meal, and find a job).

Although Desiree is a bright, well-mannered girl, it was apparent from her short stay in STEP that she had a strong addiction to methamphetamines. She is caring and kind-hearted but grew up in a very dysfunctional, undesirable environment. Her father is an addict who recently left State prison, her mother lives in a gang-infested neighborhood, and her older sister is hooked on heroin. Desiree became a “rescuer” who tried to fix all of her family problems, but she, too, fell into the cycle of drug abuse.

With no direction and guidance, Desiree re-offended while on probation (several dirty drug tests) and reentered the STEP Program, at her request, in November 2003. This time the judge ordered her to complete seven months in the program—and she embraced every opportunity it provided to her. She enrolled in the Regional Occupational Program, obtained her high school GED, served on the Student Council, became a mentor for her peers, and attended family therapy. She learned how to be a strong and more confident individual who confronted her drug issues head on. She successfully completed probation in October 2005, is enrolled at community college and works at a local grocery store.

STEP’s primary goal is to prevent further delinquency by providing gender-based counseling programs focused on health care, drug and alcohol abuse, and victimization as well as positive gender development issues. The program emphasizes both supervision and treatment, focusing on the needs of female wards in custody and community re-entry.

To enhance the effectiveness of this program, which began in 2001, the county implemented a leadership group designed to improve participants’ self-esteem and leadership skills, and a Restorative Justice/Volunteer Community Service component that allows the girls to give something back to the community and learn new skills in the process. The county also has added the “Hermana Group,” an educational program specifically offered to educate Hispanic females on a variety of personal and culture issues in a safe, supportive environment.

When compared to a similar group of incarcerated girls, the youth in STEP had a lower rearrest rate (39 percent vs. 50 percent) and lower incarceration rate (32 percent vs. 48 percent) in the six months following their program exit. One of the most encouraging local outcomes has been the improvement in the mental health status of the STEP participants. By their program exit, the average mental health score (clinically determined) of STEP participants had improved from the serious to moderate symptom range.

Santa Clara County’s Multi-Agency Assessment Center (MACC) Program provides comprehensive assessments and services for youth, ages 9 to 18, admitted to Juvenile Hall. The goal of the program is to prevent youth from reoffending through the provision of appropriate in-custody and post-custody services.

The program begins with a mental health assessment and risk/classification within the first few hours of detention. Educational testing is conducted within 72 hours of admission, and drug and alcohol testing within the first week. Based on this assessment process, staff develops an individualized case plan that is geared toward helping the youth make appropriate choices, regardless of his/her environment and situation, by focusing on such things as critical thinking/decision making skills, anti-criminal thinking patterns, substance abuse counseling with a

relapse prevention focus, anger management/conflict resolution skills, gang intervention/refusal skills, life skills, communication skills, and stress reductions skills.

Community-based organizations provide most of the in-custody services. Staff participates in the skill-building sessions, monitors the youth's progress, conducts one-on-one counseling sessions, and adjusts the service plan as needed. The program involves youth, parents, probation staff, and partner organizations in various events held at the facility (e.g., Juvenile Hall Olympics and Open House) to facilitate the development of positive relationships and increase understanding of services that are available in the community. The program served 2,635 offenders in 2004-05.

Yuba County's Stepping Stones Program targets offenders between the ages of 13 and 17 who are committed by the Juvenile Court to the Maxine Singer Youth Guidance Center. The Stepping Stones Program, which served 33 detained youth in 2004-05, has four major goals:

- Prepare the youth for increased responsibility and freedom in the community.
- Facilitate youth/community interaction and involvement.
- Transition youth into the community successfully by establishing constructive support between youth and family, peers, schools and employers.
- Develop new resources and support mechanisms for youth and their families.

Community service projects are a major part of the program. In 2004-05, minors participating in the program assisted with several projects, including clean-up of the South Lindhurst High School campus and provision of literacy support to second grade students. The Stepping Stones Program also includes anger management sessions, substance abuse training, mental health counseling, and victim mediation.

The county reports that the Stepping Stones Program and aftercare component have positively impacted the juvenile offenders (20 of whom successfully completed the program during this reporting period) by improving their self-confidence and esteem as well as the community at large.

APPENDIX A: Statewide Allocation and Expenditure Summary ⁴

County	State Fund Expenditures	Interest Expenditures	Non-JJCPA Fund Expenditures	Total Expenditures	State Fund Allocations
Alameda	\$4,192,252	\$11,246	\$694,718	\$4,898,216	\$4,192,252
Amador	\$102,355	\$2,416	\$37,714	\$142,485	\$102,355
Butte	\$573,798	\$12,250	\$90,309	\$676,357	\$589,555
Calaveras	\$118,940	\$5,093	\$10,000	\$134,033	\$118,942
Colusa	\$55,212	\$5,051	\$0	\$60,263	\$55,212
Contra Costa	\$2,788,203	\$11,324	\$1,219,536	\$4,019,063	\$2,788,203
Del Norte	\$77,964	\$0	\$44,263	\$122,227	\$77,964
El Dorado	\$464,981	\$9,193	\$48,883	\$523,057	\$464,981
Fresno	\$2,357,994	\$93,602	\$33,916	\$2,485,512	\$2,357,994
Glenn	\$75,792	\$1,472	\$10,000	\$87,264	\$75,792
Humboldt	\$359,656	\$12,491	\$867,733	\$1,239,880	\$359,656
Imperial	\$422,924	\$3,896	\$0	\$426,820	\$422,924
Inyo	\$51,125	\$0	\$0	\$51,125	\$51,472
Kern	\$1,969,492	\$36,832	\$192,669	\$2,198,993	\$1,969,492
Kings	\$305,706	\$13,863	\$0	\$319,569	\$381,483
Lake	\$154,510	\$3,715	\$8,004	\$166,229	\$171,758
Lassen	\$97,928	\$3,000	\$402,384	\$503,312	\$97,928
Los Angeles	\$27,961,789	\$696,345	\$2,826,220	\$31,484,354	\$27,961,789
Madera	\$367,473	\$22,189	\$0	\$389,662	\$367,473
Marin	\$701,646	\$4,707	\$66,513	\$772,866	\$701,646
Mariposa	\$48,894	\$0	\$5,000	\$53,894	\$48,894
Mendocino	\$247,144	\$6,037	\$0	\$253,181	\$247,144
Merced	\$630,757	\$18,864	\$6,689	\$656,310	\$630,757
Modoc	\$26,156	\$162	\$5,000	\$31,318	\$26,156
Mono	\$37,336	\$1,481	\$9,483	\$48,300	\$37,336
Monterey	\$1,165,170	\$13,055	\$1,127,407	\$2,305,632	\$1,165,170
Napa	\$363,705	\$10,908	\$10,351	\$384,964	\$363,705
Nevada	\$268,369	\$6,765	\$9,948	\$285,082	\$268,369
Orange	\$8,346,117	\$197,708	\$1,744,058	\$10,287,883	\$8,346,117
Placer	\$772,171	\$10,171	\$360,000	\$1,142,342	\$772,171
Plumas	\$58,476	\$1,524	\$10,000	\$70,000	\$58,476
Riverside	\$4,779,046	\$49,753	\$87,681	\$4,916,480	\$4,779,046
Sacramento	\$3,669,803	\$99,758	\$130,381	\$3,899,942	\$3,669,803
San Benito	\$157,777	\$0	\$10,000	\$167,777	\$157,777
San Bernardino	\$5,136,083	\$129,778	\$0	\$5,265,861	\$5,136,083
San Diego	\$8,298,484	\$228,479	\$5,565,379	\$14,092,342	\$8,298,484
San Francisco	\$2,201,156	\$5,000	\$1,073,288	\$3,279,444	\$2,218,010
San Joaquin	\$1,718,846	\$4,446	\$0	\$1,723,292	\$1,718,846
San Luis Obispo	\$717,855	\$26,819	\$42,040	\$786,714	\$717,855
San Mateo	\$2,009,028	\$43,056	\$595,151	\$2,647,235	\$2,009,028
Santa Barbara	\$1,149,591	\$40,894	\$377,123	\$1,567,608	\$1,149,591
Santa Clara	\$4,847,133	\$135,951	\$35,355	\$5,018,439	\$4,847,133
Santa Cruz	\$727,942	\$17,671	\$68,085	\$813,698	\$727,942
Shasta	\$482,002	\$13,044	\$38,680	\$533,726	\$482,002
Siskiyou	\$124,406	\$4,000	\$1,850	\$130,256	\$124,406
Solano	\$1,154,186	\$36,452	\$13,314	\$1,203,952	\$1,154,186
Sonoma	\$1,324,233	\$38,468	\$26,250	\$1,388,951	\$1,324,263
Stanislaus	\$1,349,467	\$27,000	\$0	\$1,376,467	\$1,349,467
Sutter	\$233,261	\$6,000	\$156,793	\$396,054	\$233,261
Tehama	\$161,545	\$71	\$0	\$161,616	\$161,545
Trinity	\$37,266	\$1,297	\$32,500	\$71,063	\$37,266
Tulare	\$1,082,317	\$40,162	\$15,000	\$1,137,479	\$1,082,317
Tuolumne	\$158,337	\$5,827	\$0	\$164,164	\$158,337
Ventura	\$2,217,730	\$193,263	\$38,008	\$2,449,001	\$2,217,730
Yolo	\$508,130	\$10,000	\$10,000	\$528,130	\$508,130
Yuba	\$176,073	\$0	\$0	\$176,073	\$176,073
TOTALS	\$99,585,732	\$2,372,549	\$18,157,676	\$120,115,957	\$99,711,747

⁴ Alpine and Sierra counties did not apply for JJCPA funding. Allocation amounts of \$3,390 (Alpine County) and \$9,863 (Sierra County) would have been available.

APPENDIX B: Statewide Summary of Average Per Capita Program Costs

County	Programs	Program Participants	Average Per Capita Cost	
			JJCPA Funds	All Funds
Alameda	1	788	\$5,320.12	\$6,216.01
Amador	1	93	\$1,100.59	\$1,532.10
Butte	5	596	\$962.75	\$1,134.83
Calaveras	2	88	\$1,351.59	\$1,523.10
Colusa	1	90	\$613.47	\$669.59
Contra Costa	5	596	\$4,678.19	\$6,743.39
Del Norte	1	110	\$708.76	\$1,111.15
El Dorado	1	182	\$2,554.84	\$2,873.94
Fresno	1	707	\$3,335.21	\$3,515.58
Glenn	1	52	\$1,457.54	\$1,678.15
Humboldt	2	448	\$802.80	\$2,767.59
Imperial	3	4100	\$103.15	\$104.10
Inyo	2	568	\$90.01	\$90.01
Kern	2	542	\$3,633.75	\$4,057.18
Kings	1	250	\$1,222.82	\$1,278.28
Lake	1	58	\$2,663.97	\$2,866.02
Lassen	3	304	\$322.13	\$1,655.63
Los Angeles	15	31456	\$888.92	\$1,000.90
Madera	1	226	\$1,625.99	\$1,724.17
Marin	4	602	\$1,165.52	\$1,283.83
Mariposa	1	277	\$176.51	\$194.56
Mendocino	2	234	\$1,056.17	\$1,081.97
Merced	1	318	\$1,983.51	\$2,063.87
Modoc	1	11	\$2,377.82	\$2,847.09
Mono	1	39	\$957.33	\$1,238.46
Monterey	7	4763	\$244.63	\$484.07
Napa	1	112	\$3,247.37	\$3,437.18
Nevada	2	120	\$2,236.41	\$2,375.68
Orange	10	3257	\$2,562.52	\$3,158.70
Placer	3	1103	\$700.06	\$1,035.67
Plumas	1	149	\$392.46	\$469.80
Riverside	3	1128	\$4,236.74	\$4,358.58
Sacramento	2	1436	\$2,555.57	\$2,715.84
San Benito	1	34	\$4,640.50	\$4,934.62
San Bernardino	5	10243	\$501.42	\$514.09
San Diego	4	6179	\$1,343.01	\$2,280.68
San Francisco	7	1972	\$1,116.20	\$1,663.00
San Joaquin	3	1863	\$922.62	\$925.01
San Luis Obispo	2	492	\$1,459.05	\$1,599.01
San Mateo	6	1204	\$1,668.63	\$2,198.70
Santa Barbara	3	11319	\$101.56	\$138.49
Santa Clara	5	9265	\$523.17	\$541.66
Santa Cruz	2	325	\$2,239.82	\$2,503.69
Shasta	4	677	\$711.97	\$788.37
Siskiyou	2	58	\$2,144.93	\$2,245.79
Solano	5	1611	\$716.44	\$747.33
Sonoma	6	540	\$2,452.28	\$2,572.13
Stanislaus	3	1393	\$968.75	\$988.13
Sutter	4	206	\$1,132.33	\$1,922.59
Tehama	1	68	\$2,375.66	\$2,376.71
Trinity	1	39	\$955.54	\$1,822.13
Tulare	4	1254	\$863.09	\$907.08
Tuolumne	1	46	\$3,442.11	\$3,568.78
Ventura	6	1617	\$1,371.51	\$1,514.53
Yolo	3	143	\$3,553.36	\$3,693.22
Yuba	2	59	\$2,984.29	\$2,984.29
TOTALS	168	105,410	\$944.75	\$1,139.50

APPENDIX C: Change in County Arrest Rates per 100,000 Juveniles Age 10-17

County	Baseline (year)	Expectation	Current (2004)	Change	Meet/Exceed Expectations
Alameda	4,962 (2000)	Decrease	4,240	-722	Yes
Amador	4,845 (2003)	Decrease	4,230	-615	Yes
Butte	7,041 (2003)	Increase	6,164	-877	Yes
Calaveras	5,987 (2003)	Increase	5,464	-523	Yes
Colusa	2,840 (2003)	Decrease	2,302	-538	Yes
Contra Costa	4,198 (2003)	No Change	3,307	-891	Yes
Del Norte	4,235 (2003)	No Change	7,190	2,955	No
El Dorado	4,618 (2003)	Decrease	4,321	-297	Yes
Fresno	6,984 (2003)	Decrease	6,334	-650	Yes
Glenn	10,707 (2003)	Decrease	15,697	4,990	No
Humboldt	7,080 (2003)	Decrease	5,409	-1,671	Yes
Imperial	3,464 (2003)	Increase	3,531	67	Yes
Inyo	3,251 (2003)	No Change	3,458	207	No
Kern	7,471 (2003)	No Change	5,420	-2,051	Yes
Kings	14,075 (2003)	Decrease	13,836	-239	Yes
Lake	5,507 (2003)	Increase	6,141	634	Yes
Lassen	7,071 (2003)	Decrease	3,731	-3,340	Yes
Los Angeles	4,113 (2003)	Decrease	4,299	186	No
Madera	2,849 (2003)	Increase	3,357	508	Yes
Marin	6,273 (2003)	Decrease	6,124	-149	Yes
Mariposa	2,848 (2003)	No Change	3,903	1,055	No
Mendocino	7,411 (2000)	Increase	7,454	43	Yes
Merced	9,049 (2003)	No Change	8,205	-844	Yes
Modoc	2,045 (2003)	Decrease	1,241	-804	Yes
Mono	3,640 (2003)	No Change	3,594	-46	Yes
Monterey	5,194 (2003)	Increase	6,608	1,414	Yes
Napa	3,982 (2003)	Decrease	3,699	-283	Yes
Nevada	8,137 (2003)	Decrease	6,612	-1,525	Yes
Orange	6,646 (1997)	Decrease	3,589	-3,057	Yes
Placer	4,432 (2003)	Decrease	3,914	-518	Yes
Plumas	10,102 (2003)	Decrease	10,214	112	No
Riverside	3,636 (2003)	Decrease	3,386	-250	Yes
Sacramento	4,425 (2003)	No Change	4,030	-395	Yes
San Benito	5,164 (2003)	No Change	3,934	-1,230	Yes
San Bernardino	7,041 (2003)	No Change	6,409	-632	Yes
San Diego	4,835 (2003)	Decrease	5,381	546	No
San Francisco	3,208 (2003)	No Change	3,871	663	No
San Joaquin	7,985 (2003)	Decrease	7,178	-807	Yes
San Luis Obispo	4,037 (2003)	Decrease	3,847	-190	Yes
San Mateo	3,457 (2003)	No Change	3,899	442	No
Santa Barbara	5,182 (2003)	No Change	7,265	2,083	No
Santa Clara	5,008 (2003)	No Change	5,020	12	No
Santa Cruz	6,117 (2003)	Decrease	6,007	-110	Yes
Shasta	9,440 (2003)	No Change	9,014	-426	Yes
Siskiyou	7,332 (2003)	No Change	5,822	-1,510	Yes
Solano	7,200 (2003)	Decrease	6,370	-830	Yes
Sonoma	4,953 (2003)	Increase	5,000	47	Yes
Stanislaus	6,546 (2003)	Decrease	5,888	-658	Yes
Sutter	5,759 (2003)	Increase	5,516	-243	No
Tehama	8,227 (2000)	Decrease	4,354	-3,873	Yes
Trinity	4,705 (2003)	No Change	3,267	-1,438	Yes
Tulare	7,274 (2003)	Decrease	6,455	-819	Yes
Tuolumne	8,350 (2003)	No Change	8,995	645	No
Ventura	6,097 (2003)	Decrease	6,572	475	No
Yolo	5,845 (2003)	Decrease	4,725	-1,120	Yes
Yuba	4,426 (2003)	No Change	4,271	-155	Yes
All JJCPA Counties	4,940 (2003)		4,879	-61	

Source data for Arrest Rates: Criminal Justice Center, California Department of Justice